

**REPORT ON PROCEDURES
Higher Education Act,
Title II**

STATE OF MONTANA

Teacher Education Division
Office of Public Instruction
PO Box 202501
Helena, MT 59620-2501

October 5, 2000

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MONTANA PLAN FOR HEA TITLE II REPORTING

Introduction

Responsibility for quality:

The preparation of professional educators in Montana has long been viewed as the responsibility of the profession, with primary statutory and legislative responsibility assigned to the Board of Public Education. This board adopts standards for educator preparation programs and establishes procedures for the review and determination of program status, as in program approval or non-approval. Sharing in the responsibility for oversight of elementary and secondary education within the state is the Office of Public Instruction, under the guidance of the Superintendent of Public Instruction. This agency is directed by statute to provide a system for certification of educators for Montana schools. In acting as an administrative arm of the Board of Public Education, the Office of Public Instruction has been instrumental in coordinating educator preparation standards development and in implementing procedures for review and determination of program status of teacher, administrator and specialist preparation in Montana.

Standards for the preparation of professional educators were initially adopted by the Board of Public Education on May 25, 1979, with reviews of higher education programs to be accomplished in five-year cycles. Hundreds of educators from all levels, as well as parents and other citizens of the state, have been involved in each of the periodic processes for reviewing and updating these standards. Amendments were adopted in 1984, 1989, 1994, and 2000. On-site review cycles for preparing institutions began in 1980, 1986, 1991, 1996, and will begin again in 2001.

National accreditation:

Montana has had five public and three private institutions of higher education engaged in the preparation of teachers during and prior to the adoption of standards and approval procedures. Currently there are four public institutions who are accredited by the National Council for the Accreditation of Teacher Education (NCATE), with one in Candidate Status. One private institution is currently preparing for NCATE Candidate Status. Montana has, by application to and submission of existing state standards, received recognition by NCATE and in recent years, been granted "Partnership State" status.

Testing:

The National Teacher Exam (NTE), Core Battery, published by Educational Testing Service, was adopted by the Board of Public Education in July, 1986, as a requirement for initial certification in Montana. This included the Communication Skills, General Knowledge, and Professional Knowledge tests. Due to the fact that teachers were employed for the fall semester at dates making the completion of this test battery impossible prior to the opening of school, and this being in conflict with statute requiring certification of all teachers unless under an emergency authorization, provisional certification (a temporary license) was permitted without test completion from 1991 to the present.

The Praxis I Pre-Professional Skills Test (PPST), or the computer version (CBT), were adopted to replace the NTE in 1996. This replaced the NTE as a test for Montana certification in 1997. This process was coordinated for the Board of Public Education by the Certification Standards and Practices Advisory Council (CSPAC), a statutorily authorized advisory group to the state board, composed predominantly of classroom teachers.

In citing the inability of research on teacher testing to link the professional success of beginning teachers with results of pencil/paper versions of professional knowledge tests available, no professional education exam was recommended to the Board of Public Education by the CSPAC. This resulted in the basic skills testing being the sole assessment tool adopted as a requirement for Montana's initial continuing educator license.

Program admission and testing:

Montana educator preparation programs, also concerned about the quality of entry level students, and in considering the logic of testing upon application for admission, independently have made this state's test for certification a test for admission to their programs. This determination makes it very unlikely that students formally admitted to teacher education, and therefore in the program leading to completion of teacher preparation requirements, would not have successfully completed the testing requirements for Montana certification.

Program review:

The procedures utilized in the process for state approval of teacher education units and their specific teaching area programs have consistently held institutions accountable to the standards determined to be crucial to the education profession and specifically to the needs of Montana. Weak programs have been mutually agreed upon for dissolution through the review process under the additional scrutiny of "provisional approval" with specific needs to be met in a brief period, or the review team has recommended non-approval, leaving only the appeal process available to an institution. The quality and reputation of participants in the review process has maintained their recommendations in high regard with the Board of Public Education.

Reporting requirements:

The requirements of the Higher Education Act of 1998, specifically Title II, Sections 207 and 208, have been broken down into seven areas in *The Reference and Reporting Guide for Title II of the Higher Education Act* (hereafter referred to as R&R Guide). These seven areas are as follows:

Section 1 - Agency Responsible for Reporting

The identification of the state agency responsible for submitting the report and coordinating the efforts on a statewide basis.

Section 2 - Collaboration with Institutions of Higher Education

A description of the process the state has used to establish implementation procedures in collaboration with public and private institutions in the state and, as applicable, the testing company.

Section 3 - Key Components of State's Title II Reporting System

A description of the procedures to ensure that the state and each institution that reports to it will use the definitions of “teacher preparation program,” “program completer,” “pass rates,” “waivers,” and other terms that the guide establishes and a description of the procedures used to ensure that the information to be reported by the state and institutions, including pass rates, is complete and accurate.

Section 4 - Pass Rates

A description of the major steps for aggregating the information needed to calculate, verify, and report the pass rates.

Section 5 - Pass Rates (continued)

Confirmation that the state has established a list of subject areas in which program completers may receive teacher certification or licensure, the relevant certification or licensure tests for each area of specialization, and cut scores applicable to members of that cohort. Also, confirmation is required that a common format will be used for institutions to send the identities of their program completers and their areas of specialization to the state or the testing company. Identification of the method to be used for the testing company to send the test scores back to the state or institution also is required.

Section 6 - Miscellaneous Required Information

The academic year and test closure date for each cohort of program completers; the date by which institutions must submit to the state or testing company a list of program completers and their areas of specialization; the date that institutions will receive pass rates and verification data for the program completers on certification and licensure examinations they have taken in their areas of specialization; the process by which they will receive this information from the state or the testing company; and the information institutions will receive to enable them to verify pass-rate data, including explanation for any limitations in the data provided; and the components of the resolution process that will be available to institutions should they disagree with the state or testing company designation of program completers.

Section 7 - Low-Performing Institutions

A description of the state's procedures for identifying low-performing teacher preparation programs in institutions of higher education, program “at risk” of being considered low-performing, and the technical assistance provided to low-performing programs.

This report shall address the above sections in order.

Section 1

Agency Responsible for Reporting

A. The Board of Public Education, established by Article X, Section 9, Montana Constitution, 1972, exercises general supervision over the state's public school system and is further authorized under state law to create and establish a system of teacher certification. This teacher certification system has historically operated on the basis of "program approval." This means that all educator preparation programs at higher education institutions which lead to recommendations for certification must be approved by the Board of Public Education.

B. The Superintendent of Public Instruction, established in Article VI, Section 1, Montana Constitution, 1972, as a member of the executive branch of Montana's government, and in the course of executing the statutory duty of exercising general supervision over the state's public elementary and secondary schools, performs numerous administrative functions in coordination with the Board of Public Education. In so doing, the Office of Public Instruction plays a critical role in the Board's capacity to perform its oversight of professional educator preparation.

C. The Office of Public Instruction, PO Box 202501, Helena, MT 59620-2501, with the responsibility assigned to the Department of Teacher Education and Licensure, has accepted the overall responsibility for developing the Montana plan for complying with Title II requirements and submission of this and continuing annual reports. In so doing, this agency has assumed the responsibility for coordinating the collection of information and recommendations from public and private teacher preparation institutions in Montana, consulting with the U.S. Department of Education and its designated consulting entities, coordinating test reporting procedures with the authorized provider for testing for certification in Montana (Educational Testing Service, Princeton, NJ), and preparing materials for the review of interested parties prior to submission.

Section 2

Collaboration with Institutions of Higher Education

All institutions maintaining teacher preparation programs approved by the Montana Board of Public Education, including five state and three private institutions of higher education, have been involved in communications with the Teacher Education & Licensure Department of the Office of Public Instruction (OPI) on a regular basis since the publication of Title II documents to state agencies in early 1999. All eight institutional representatives have been invited to participate in discussions included with meetings of the Montana Council of Deans of Education (MCDE).

A. An agreement was reached on May 3, 2000, at a meeting of the MCDE that Flowchart 1: Annual Institutional Report to the State (R&R Guide, p.21), be adopted as the procedural outline for institutions to report to the state. See attachment #1.

B. Patricia Hartanowicz, Teaching and Learning Division, Educational Testing Service (ETS), is coordinating Montana's testing pass-rate information for all Montana teacher education units. Details are found in attachment #2.

C. A listing of HEA, Title II contacts was established by the deans/chairs of each institution. The designated person shall be the primary contact with ETS. A copy of this listing is found in attachment #3.

D. An open meeting for participating higher education units was scheduled for the morning of July 21, 2000, at the Office of Public Instruction, 1227 11th Avenue, Helena, to review this draft and to confirm any state-specific interpretations of the guide. All public and private institutions were informed of this meeting, and both public and private units participated.

E. Continuing e-mail and surface mail contact is maintained for the purpose of clarifying requirements, coordination of data collection and agreement on format and content of reports.

Section 3

Key Components of Montana's Title II Reporting System

A. Agreement on utilization of established definitions:

Terms and definitions shared and agreed upon by consensus:

1. Teacher preparation program - All institutions who provide "state-approved course of study, the completion of which signifies that an enrollee has met all the state's educational and/or training requirements for initial certification or licensure to teach in the state's elementary or secondary schools (R&R Guide, p. 5)."

2. Program completer - "A person who has met all the requirements of a state-approved teacher preparation program. Program completers include all those who are documented as having met such requirements (R&R Guide, p. 5)." Program completers will be reported in cohorts by academic year (see next definition) of completion for the purpose of gaining pass rate information from ETS.

3. Academic Year - Montana institutions have agreed upon July 1 through June 30 for the defined academic year. An individual not identified as a "completer" (as defined above) for the 1999-2000 academic year, but who does become a completer on July 5, 2000, will be reported as a "completer" for the 2000-2001 academic year for reporting to ETS.

4. Pass rates - "A single assessment pass rate is defined as the proportion of program completers identified within a specific academic year who passed the assessment, among all specific academic year program completers who took the assessment (R&R Guide, p. 12)." Montana will utilize the "single assessment pass rate."

5. Waiver - "Any temporary or emergency permit, license, or other authorization that permits an individual to teach in a public school classroom without having received an initial certificate or license from that state or any other state (R&R Guide, p. 5)."

Montana's Emergency Authorization of Employment (20-4-111, Montana Codes Annotated, 1971) allows schools to apply for consent to employ on a one-year basis, a non-certified person under rules adopted by the Board of Public Education. The procedure adopted by the Board requires advertising the position opening each year through public channels and verification that the school system failed to receive appropriately qualified applicants willing to fill that position. This authorization does not require the basic skills test and therefore is classified as a "waiver." *The April 2001 report will include a listing of such waivers the for the cohort year, 1999-2000.*

The Class 5, Provisional certificate, valid for three years, is available to individuals who hold a minimum of a bachelor's degree, at least 30 semester credits in a subject area endorsed for certification in Montana, and at least six semester credits in pedagogical coursework leading to completion of a teacher preparation program. The absence of documentation of successful completion of testing is a condition allowing for "provisional" certification. However, this and any other deficiency (identified as the "plan of professional intent") must be completed for continued licensure, and as such does not constitute a "waiver" of requirements.

Substitute teachers in Montana are not required by statute or rule to be certified by the state. There is no reporting system available to identify substitutes used by Montana schools.

6. Minimum numbers for reporting - If fewer than ten (10) program completers, the institution is not required to report. All programs in Montana currently exceed the minimum for reporting.

7. Reporting Year - Those students in teacher education preparation programs who are documented as completing the state-approved program for licensure between July 1 and June 30 of an academic calendar year. If a condition of program completion at the institution of higher education, the required testing for certification would have to have been completed by June 30 of that calendar year to be considered a "program completer" for that academic year.

8. Alternative Route – A delivery method for producing program completers which does not contain traditional on-campus experiences, typical course content, basic field experiences, the full range of assessments, or other requirements normally identified by the institution's catalog as a teacher preparation program. This *would not* include non-degree post-graduate programs designed to produce a qualified applicant for a license to teach in Montana schools.

B. Assurance of pass rate reporting completeness and accuracy:

"States must develop implementing procedures that ensure that institutions obtain the test scores and pass-rate information that they need in order to verify and report pass-rate calculations by April 7 of each year, beginning in 2001 (R&R Guide, p. 6)."

Montana's Office of Public Instruction has been working with Pat Hartanowicz, ETS, in preparation for submission of "program completers" for specific reporting years for the establishment of units of higher education pass rate reports. The Office of Public Instruction will continue to monitor the input by institutions, the reaction by the institutions to the process implemented by ETS, the response and reaction to pass rate information returned to the preparing institution, and the pattern of completion totals and past experience with admission requirements and testing procedures on each campus.

Section 4

Pass Rates

In accordance with information supplied by ETS, the following schedule may be anticipated:

- On or about August 30, 2000: ETS provided a website for reporting of the testing cohort.
- September 1 to November 1, 2000: The institution would enter the name and identifiers of program completers for the past academic year. The institution would have the opportunity to review that listing, and add or delete from their submission through October 31.
- November 1, 2000: Institutional listings closed.
- November 1 to 27, 2000: ETS would complete institutional pass rate reports and post them on the website.
- November 27 to December 10, 2000: Institutions may check pass rate report and inquire about any concern noted in the report (see R&R Guide, p. 14, "*How can institutions verify their pass rates?*").
- January 8, 2001: (For institutions wishing to calculate their own pass rates.) ETS would provide institution with score reports for determining pass rates. None have indicated this desire.
- February 14, 2001: ETS would establish final pass rates for institutions.
See *Reporting of Pass Rates* (R&R Guide, p. 10)

In keeping with R&R Guide, p. 10, "*Reporting of Pass Rates*," the state will submit as a part of the report due October 7, 2001: 1) the institutional pass rates by institution for each test (sub-test of PPST/CBT), and 2) the state-wide pass rate for all completers for each test (sub-tests of PPST/CBT).

Institutions must report pass rates to the state annually. Beginning April 7, 2001, with the 1999-2000 cohort, institutions must report annually to the state. Beginning October 7, 2001, with the 1999-2000 cohort, the state must report annually to the Secretary of Education.

For the next two years (April 2002 and April 2003) institutions will report on the next two cohorts. "(I)n April 2004, institutions not only will need to report on those who completed their programs in 2002-2003; they also will need to update the initial pass-rate data on the 1999-2000 cohort. Thereafter, every institutional report (and the portion of every state report containing institutional pass rates) will include both pass rates on the most recent cohort of completers and update pass rates on the cohort that finished the program 3 years earlier. (last p.10)"

IHE fees for services by ETS have been reviewed by representatives with no objection and the prorated costs, payable to the state for submission to ETS, are outlined in Addendum # 4.

Section 5

Pass Rates (Continued)

Montana does not use subject area assessments as a part of requirements for obtaining certification to teach in those areas and therefore no cut scores for such testing. For this reason there is no requirement for listing of program completers by area of subject area preparation with the testing company.

The procedure and timeline for the testing company to submit the test scores and pass rates back to the institution is included in the previous section.

Section 6

Miscellaneous Required Information

The “academic year” for Montana institutions which establishes the completer cohort is from July of a specific year through June 30 of the next year.

The “test closure date” for a particular cohort is the date of the last testing session completed prior to the ending of an academic year.

The template for annual submission of the academic year program completer cohort names and the dates and means by which the information is exchanged between the testing company and the institution is covered under Pass Rates in Section 4, above.

Section 7

Low-Performing Institutions

There is an assumption that if all institutions require the PPST/CBT for admission or completion of a teacher education program, there will be no "completer" who has not passed the required test for certification, as found in ARM 10.57.211 (2), which became effective July 1, 1996. The minimum scores (cut scores) are found in ARM 10.57.212. Regardless of whether this does or does not emerge as the proper assumption, pass rates as established and confirmed will be reported.

The state must report quartile rankings for each reporting institution, based on its pass rate in aggregate basic skills assessment (which will also be its summary pass rate). The state must also report, for each quartile, the mean pass rate and the range, showing the average test performance and the low and high scores for each quartile (R&R Guide, p. 13) .

Should there be a difference in pass rates among institutions within Montana, any institution in the lower quartile of all teacher preparation institutions shall be designated as a “low performing” institution. Any institution in the third quartile shall be designated as an “at risk” program.

Should any institution be identified in the “low performing” or “at risk” categories, it would be appropriate for that institution to provide specific "supplemental information" with the state’s annual report. This information may indicate the actual or perceived cause of this circumstance as well as other assessments used in determining the qualifications of the program completer.

The Board of Public Education may assign the Certification Standards & Practices Advisory Council (CSPAC) to review possible options available for the support and assistance, or recommended new measures for adoption by the Board, to assist any institution identified as “at risk” or “low performing.”

Procedures for Inclusion of Basic Supplemental Information

Montana institutions have been asked to prepare a one-page supplemental information page with basic information regarding their mission, the population they serve, and those qualities which they believe to be unique about their institution, their programs and their delivery system.

By March 1, 2001, Montana institutions are requested to provide the following program characteristics to the state (Teacher Education Division, Office of Public Instruction):

- the number of students admitted to the teacher education program for the cohort reported,
- the number of faculty supervisors for student teachers (full time equivalent), and
- the ratio of student teachers to faculty supervisors (FTE) for the cohort reported.

The information identified above, plus the admission requirements, course requirements, special provisions, assessments and completion requirements of each teacher education unit, will be included in the state’s annual report to the Secretary of Education.

Characteristics Common to All Montana Programs

All programs must meet the standards established by the Board of Public Education as determined through five-year institutional reporting and on-site program review process.

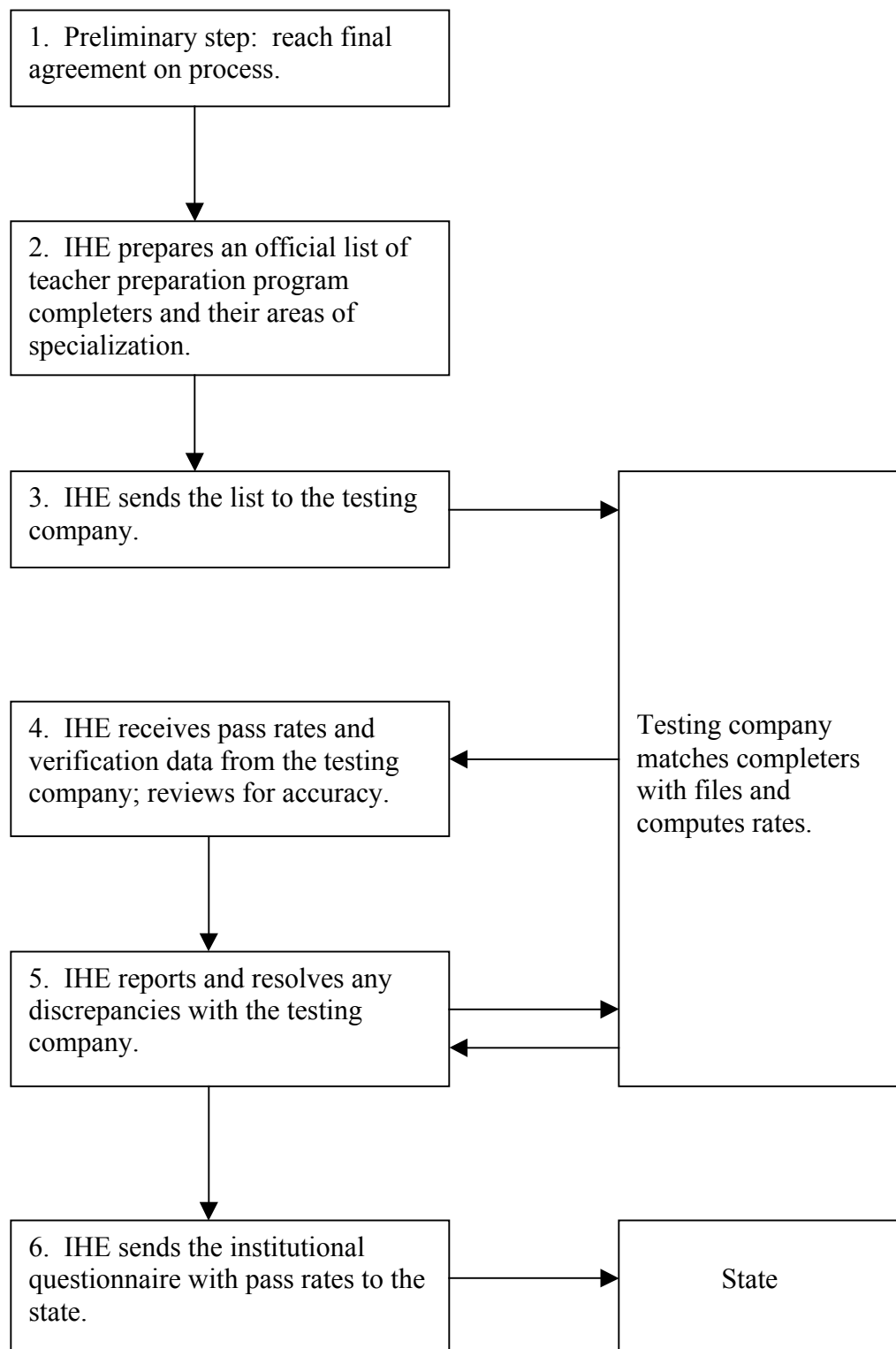
All institutions must have a written agreement with the schools in which student teachers are assigned outlining the requirements for supervising teacher qualifications, higher education faculty supervision, student expectations and assessments required, and other routine matters consistent with state standards and institutional policies.

Each institution determines its means of delivering the general education and professional education programs, consistent with the requirements, general and specific, for each subject area program approved for delivery on that campus. The program requirements are published in the institutions catalog and specific details are available in writing and/or electronically, easily accessible to students, faculty and the general public.

List of Attachments Referenced

Attachment #1	Flowchart 1: Annual Institutional Report to the State (R&R Guide, p. 21)
Attachment #2	Educational Testing Service (ETS) Pass Rate Contact Person
Attachment #3	HEA Title II Institutional Contact Persons
Attachment #4	Prorated Cost of ETS Pass Rate Calculation and Reporting

Flowchart 1: Annual Institutional Report to the State



ETS Contact Person

Patricia (Pat) Hartanowicz, Program Administrator
Teaching and Learning Division
Educational Testing Service
Rosedale Road
Princeton, NJ 08541

Phone: 609-921-9000
Fax: 609-734-5450
E-mail: phartanowicz@ets.org

Montana Teacher Education Units & HEA Title II Contacts

Carroll College, 1601 North Benton Avenue, Helena, MT 59625

Title II Contact:	Dr. Lynette Zuroff, Director, Programs in Education
Phone: 406-447-4353	Fax: 406-447-4533
E-Mail: lzuroff@carroll.edu	

Montana State University-Billings, 1500 North 30th Street, Billings, MT 59101

Title II Contact:	Dr. George White, Dean, College of Education & Human Services
Phone: 406-657-2285	Fax: 406-657-2187
E-Mail: gwhite@msubillings.edu	

Montana State University-Bozeman, Bozeman, MT 59717

Title II Contact:	Dr. Greg Weisenstein, Dean, College of Education, Health and Human Development
Phone: 406-994-6752	Fax: 406-994-1854
E-Mail: gweisens@montana.edu	

Montana State University-Northern, PO Box 7751, Havre, MT 59501

Title II Contact:	Dr. Darlene Sellers, Interim Dean, College of Education and Graduate Programs
Phone: 406-265-3745	Fax: 406-265-3777
E-Mail: sellersd@msun.edu	

Rocky Mountain College, 1511 Poly Drive, Billings, MT 59102

Title II Contact:	Janet Alberson, Certification Official/Registrar
Phone: 406-657-1030	Fax: 406-259-9751
E-Mail: albersoj@rocky.edu	

University of Great Falls, 1301 South 20th Street, Great Falls, MT 59405

Title II Contact:	Dr. Arlene Hett, Dean, School of Education
Phone: 406-791-5342	Fax: 406-791-5993
E-mail: ahett@ugf.edu	

The University of Montana, Missoula, MT 59812

Title II Contact:	Dr. Don Robson, Dean, School of Education
Phone: 406-243-4911	Fax: 406-243-6757
robsondl@selway.umt.edu	

Western Montana College, 710 South Atlantic Street, Dillon, MT 59725

Title II Contact:	Dr. Walt Oldendorf, Chair, Programs in Education
Phone: 406-683-7325	Fax: 406-683-7809
E-mail: w_oldendorf@wmc.edu	

Attachment 3

HEA, Title II Pass Rate Calculating by ETS
MONTANA
July 27, 2000

8 Programs @ \$500 each = \$4000 for Montana Pass Rate Calculation

The \$4,000 fee would be prorated as follows (showing 1998-99 numbers):

8% + \$20 each for those producing less than 50 completers per year (3 @ 340= 1020)

12% + \$20 each for those producing 50 to 150 completers per year (2 @ 500= 1000)

16% + \$20 each for those producing 150 and up completers per year (3 @ 660= 1980)

Using this scale the fees would be:

Carroll College	\$340
MSU-Billings	\$660
MSU-Bozeman	\$660
MSU-Northern	\$500
Rocky Mtn College	\$340
University of Great Falls	\$340
University of Montana	\$660
Western MT College	\$500
Total for services:	\$4,000